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ABSTRACT

The Research Project on Students and Collective Bargaining is designed to foster dialogue about the impact of academic collective bargaining on students and to encourage further research and development on the question of student involvement in the collective bargaining process. First-year objectives were to: collect and catalog information and materials related to the program focus; assemble a National Advisory Board to assist in the collection, development, and analysis of information and materials; develop a network of persons and groups engaged in study or their activity related to items within the framework of interests; and to write a book on students and collective bargaining. A description is provided of the work done in support of each particular objective. A general evaluation of activity of the first-year and plans for the second-year of the program are presented. (SW)

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RESEARCH PROJECT ON STUDENTS AND COLLECTIVE BARGAINING

FINAL REPORT, YEAR ONE

Submitted To The

FUND FOR THE IMPROVEMENT OF POSTSECONDARY EDUCATION

November 30, 1975

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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INTRODUCTION

What This Report Is

This is a final report covering the first year's activity by the Project on Students and Collective Bargaining, under the terms and conditions of a grant from the Fund for the Improvement of Post-secondary Education, DHEW. The grant term was originally established as 1 July 1974 to 30 June 1975, but was extended until 31 August 1975. The grant was renewed in July 1975, and was to run from 1 September 1975 to 30 June 1976, or for a period of ten additional months beyond the termination date of the first grant. This report, then, will cover only the initial term of the project [1 July 1974 to 31 August 1975], and will discuss the current year's activities in terms of projections. The latter area will be covered by our Mid-Term Progress Report scheduled for submission to the Fund for the Improvement of Postsecondary Education in February 1976.

Project Summary

The "Research Project on Students and Collective Bargaining" is a program of the University Student Senate of the City University of New York, administered by a Washington, D.C.-based staff under the auspices of the CUNY Research Foundation. Its major goals are to foster dialogue about the impact of academic collective bargaining on students, and to encourage further research and development on the question of student involvement in the collective bargaining process.

Academic collective bargaining has engendered considerable study, speculation and debate about its implications for postsecondary education in general, but little specific attention has been focused on its particular consequences for students. Many observers have predicted eventual student involvement of some kind in collective bargaining, but most such predictions tend to be rooted more in an intuitive sense of inevitability than in any systematic analysis of factors that would influence where and why and how that involvement might ultimately come about.

The object of our study over the past year, then, was to identify and examine several such factors, with an emphasis on focusing up some specific aspects of collective bargaining's impact on students and vice versa. Pursuant to our goal of encouraging dialogue and cooperative study, we assembled a National Advisory Board that would meet, both in its entirety and in smaller working groups, throughout the Project's term. Its membership is diverse in personal and professional backgrounds, and represents a wide range of interests, including those of students, faculty, administrators, trustees, and legislators. The Board has played (and continues to play) a significant role in collecting, analyzing and synthesizing information, as well as in evaluating the Project's overall direction and effectiveness. The results of our study over the past year have been summarized in a book on students and collective bargaining, for which we are currently seeking a publisher.

[The reader is referred to our Mid-Term Progress Report, a copy of which is attached, for additional information on the origins and goals of the Project.]

Assumptions about Research

If pressed to think about it, most members of the postsecondary community would probably agree that academic collective bargaining affects students and student interests. Most would probably also agree that students will increasingly seek to affect the collective bargaining process. But disagreements have emerged around the nature of its impact on students -- is it positive, negative or neutral? Is it advantageous or disadvantageous? Still more violent disputes have erupted over the question of how, or even whether, students ought to involve themselves in faculty-institution negotiations.

The rhetoric runs the gamut of constituent groups touched in some way by collective bargaining -- from "Teachers want what students need!" to "It may be your contract, but it's our education!" But cutting through the rhetoric to the bare bones of the debate, one thing at least is clear: what happens at the bargaining table can, and often does, profoundly affect the ways in which educational "goods and services" are delivered to the "student-as-consumer."

For better or for worse (and our study has shown that the potential for both is there), a collectively-bargained contract may affect not only the quality, content, style, and cost of a school's programs and services, but its overall institutional mission as well. On the gross level, it is relatively easy to visualize how tuition policies (particularly when calculated as a percentage of instructional costs) can affect students' access to an institution, or how governance policies can determine students' access to decision-making. But collective bargaining often gives rise to more subtle policy implications

as well. Students may be affected by consequences arising out of the very nature of the bargaining process, as well as by consequences arising out of its outcome -- that is, the contract. And student participation in collective bargaining, as third parties or as members of one or the other bargaining team, also has consequences -- for students, for the dynamics of contract negotiations, and for educational institutions.

When we began our study, we believed that what was (and is) needed was an exploration of, and some experimentation with, a variety of options and models designed to clarify the questions arising out of collective bargaining's impact on a constituency [students] that can neither influence nor appeal decisions made in that context. Implicit in that statement of need were at least three "working assumptions" which became the philosophical underpinnings of this study:

- That it would be possible to identify some specific ways in which academic collective bargaining affects students and student interests.
- That it would be reasonable to project, on the basis of student activity in this area to date, that students will increasingly seek to involve themselves in, or otherwise respond to, collective bargaining in an effort to protect their perceived "self-interest."
- That it would be productive, on the basis of the foregoing, to develop and share some insights into where, why and how "students" and "collective bargaining" might eventually meet and engage each other.

Summary of First-Year Objectives

A simple summary of our first-year objectives, then, would look like this:

- To collect and catalogue information and materials related to student involvement in collective bargaining and collective bargaining's impact on students.

- To assemble a National Advisory Board, reflecting the interests of various constituencies, to assist us in the collection, development and analysis of information and materials.

- To develop a network of persons and groups engaged in study or other activity related to items within our framework of interests, for purposes of sharing information and ideas.

- To write a book on students and collective bargaining that would serve as an introductory overview of how collective bargaining has affected (or might affect) students and their perceived "self-interest," as well as how students have sought (or might seek) to affect collective bargaining.

REVIEW AND EVALUATION OF BASIC STRATEGIES

About the Format

In each of the sections below, we have described what work was done in support of a particular objective. For ease in reading, we have made the format for each section uniform, and included the following information:

- Description of the rationale for establishing the particular objective (e.g., how does it support the Project's goals of fostering dialogue and encouraging further research?).

- Description of the major strategies used to achieve that objective.

- Description and evaluation of what was accomplished during the Project's first year.

- Description of what additional work remains to be

done, by this Project or others, to fulfill the objective.

This aspect of the Final Report closes with a general self-evaluation of our weaknesses and strengths, with an emphasis on what we have learned about program design and administration during the course of our first year's operations.

Objective #1 --- Collect and Catalogue Information

Our first objective was to collect and catalogue information and materials related to student involvement in collective bargaining and collective bargaining's impact on postsecondary students. The rationale for establishing this objective was twofold:

- Bringing people into "dialogue" about any subject requires, first of all, that the facilitators [this Project] be able to provide the participants with basic, common information. In order to talk reasonably and knowledgeably, people need something to talk about.
- The development of a common data/information base also encourages further research and experimentation. It helps researchers to focus on specific issues and thereby identify available resources. It also cuts down on the tendency to re-invent the wheel for lack of information about who has done (or tried to do) what where.

When we began our work, there existed no central source of information about student involvement in collective bargaining; neither was any agency or individual coordinating or encouraging research into collective bargaining's impact on students. We set this objective to bridge those gaps.

We used several strategies to facilitate the collection and

cataloguing of information and materials, including (but not limited to) the following:

- Collecting new literature as it was published.
- Tracking down leads culled from the educational media, members of the National Advisory Board and other persons/groups in the information network, and doing regular follow-up work with sources.
- Requesting information from persons who inquired about our Project, and doing regular follow-up work with individuals and groups working in areas related to our own.
- Publicizing the Project's interests and goals through articles in educational publications and presentations at conferences and professional meetings.
- Mailing informational brochures to campus and state student associations, college administrators, faculty groups, and others, soliciting information.
- Developing a resource guide on students and collective bargaining.

What was accomplished? National Advisory Board members and other persons in the network have been invaluable in helping us keep track of developments in the field, as well as in referring individuals and groups to our office. In particular, we would like to acknowledge the assistance of George Angell (Academic Collective Bargaining Information Service) and Tom Mannix (National Center for the Study of Collective Bargaining in Higher Education), both of whom were more than generous in sharing the resources and information of their respective organizations. We have also found that querying the persons who've asked us for help has been an excellent way of obtaining information about activities in the field, particularly in the developmental stage.

To date,most of the persons who have contacted us in pursuit of information have fallen into two categories: (1) state or campus student associations interested in carving out a student role in contract negotiations,and (2) other researchers working in the same or related fields. From both sources we have been able to obtain unpublished materials, including task force reports, working papers, proposals, and preliminary research results.

We were also successful in bringing new people into our network -- and new materials into our files -- through presentations at conferences and professional meetings [see Appendix for chart]. As the year progressed, we received more and more invitations to run workshops or participate in panels, and this trend has continued into the current term.

In our Mid-Year Progress Report [February 1975], we indicated that we were strong in the area of collecting information on various forms of student response to collective bargaining, but weaker in the area of documenting evidence of specific impacts of collective bargaining on students and student interests. Therefore, without halting work on the former area [see Appendix for Summary Chart of Student Response], we increased our concentration on the latter area. In-depth interviews were conducted with students, faculty members and administrators on three campuses where students had participated in some capacity in contract negotiations; these interviews became the basis for the case studies that constitute the core of our book on students and collective bargaining. Developing a standardized interview format proved to be one of the most difficult (but ultimately most successful) tasks we confronted last year; we think that the

instrument can be effectively used (with appropriate modifications) by any investigator interested in exploring the effects of collective bargaining on an institution, particularly with regard to student perceptions [see Appendix for copy of interview format]. In fact, we know of one doctoral candidate who drew extensively from this instrument in designing his own survey instrument for application to students and faculty at his institution; we will be publishing the results of his study later this year.

We also invested considerable time and energy in a survey of faculty contracts, an effort made far easier by our receipt of a computer print-out on over 100 contracts from the National Center for the Study of Collective Bargaining in Higher Education (Baruch College - CUNY). The results of that survey are included in our manuscript as part of our analysis of collective bargaining's impact on students.

In March 1975, we mailed out approximately 8000 informational brochures, describing our Project and soliciting news and information, to student body presidents, college presidents, faculty leaders, educational media, and the like. We also distributed another 500 or so of the brochures at the annual meeting of the American Association for Higher Education in Chicago. These activities yielded considerable new information that we would not otherwise have tracked down, and we are still receiving inquiries that refer to the brochure some eight months after the mailing date [see Appendix for copy of brochure].

Finally, we have developed a resource guide on students and collective bargaining [see Appendix for copy] that organizes some of the materials we have collected, many of which are available only through

our office because they have never been published (e.g., local working papers, legislative testimony). We continue to receive frequent requests for these materials from a variety of individuals and groups.

What work remains to be done? Our major concern at this point is in assuring that even after the completion of this grant, there continue to exist some facility for collecting, cataloguing and disseminating information and materials on students and collective bargaining. We are currently talking with a number of existent organizations to determine what group, if any, might be willing to take on the responsibility for maintaining such a collection and dissemination capability; we are also thinking about the possibility of developing a new organization or facility to serve such a function. The resolution of this question is one of our major priorities during the coming year.

Objective #2 --- Assemble a National Advisory Board

Our second objective was to assemble a National Advisory Board that would assist us in the collection, development and analysis of information and materials. Our rationale for establishing such an objective was threefold:

- On a "microcosmic" scale, organizing a National Advisory Board fosters dialogue by bringing together persons from diverse backgrounds and affiliations in a "non-adversary" situation (e.g., planning sessions or working groups) to confront both the issues and each other over the question of collective bargaining's impact on students and vice versa.
- Organizing the Board into subcommittees/working

groups according to interest and expertise would facilitate particular aspects of the staff's work.

- Soliciting the assistance of individual Board members for particular tasks would give wider legitimacy to our own research efforts, while complementing the work of others.

What was accomplished? The entire National Advisory Board [see Appendix for list] met for the first time on October 18, 1974 for a day-long meeting in Washington, D.C. The major portions of the meeting focused on developing a tentative design for the book on students and collective bargaining, as well as on identifying priorities for research and activity that would yield the supporting information required by the book's design.

At the first meeting, participants organized themselves into subcommittees or working groups to work with the staff in collecting, analyzing and synthesizing information and materials. The Editorial Committee was designed to supervise the actual writing and editing of the book, the Research Committee to participate in the design of research instruments, the Documentation Committee to assist in maintaining current information, and the Project Development Committee to focus on future activities and potential funding sources.

It would be difficult indeed to over-estimate the contribution made to our Project by members of our National Advisory Board, many of whom have donated their time and energy far beyond the call of duty over the past year. Various members have kept us apprised of new developments in the field, assisted in the design and evaluation of research instruments, contributed materials, reviewed our funding proposals and reports to the funding agency, secured us invitations

to conferences and meetings, commented on our plans, and edited our writing.

The Program Development subcommittee met once in January 1975 to review our re-funding application to FIPSE and discuss alternative strategies with us; individual members have stayed in touch throughout the year. The Editorial Committee has met several times, in its entirety or in smaller groups to work with us on the manuscript on students and collective bargaining. Although the Research and Documentation Committees have never met, individual members of both groups have also stayed in contact with helpful advice and information throughout the past year. We hope, finances permitting, to convene the entire Board again at some point in spring 1976.

What work remains to be done? Basically, more of the same. We have made some changes in the composition of the Board since September 1974 in order to bring in some new people with experience in the field, and complement some of the new activities underway under the terms of our grant renewal for 1975-76.

Objective #3 --- Develop a Network

Our third objective was to develop a network of persons and groups engaged in study or other activity related to items within our framework of interests, for purposes of sharing information and ideas. The rationale for this objective was as follows:

- In order to foster dialogue on a more "macrocosmic" scale (as opposed to the "microcosmic" scale of the National Advisory Board), it is necessary to involve as many individuals and groups as possible in the process of identifying issues and subjects for study.

- Building and maintaining an information network also helps to encourage further study and experimentation, because news about what is happening (or being studied) in one place frequently inspires similar activities elsewhere.

We employed several strategies to build and maintain an information network, including (but not limited to) the following:

- Producing a monthly "progress report" for dissemination to a growing mailing list.
- Preparing special articles and reports on an occasional basis for publication in educational media and/or dissemination to the mailing list.
- Responding to requests for information and resources where feasible.
- Participation in conferences and meetings as speakers, workshop leaders and consultants.

What was accomplished? Our monthly reports began as a kind of in-house organ for members of our Board, but we began shifting towards a newsletter format in mid-1975. From an initial mailing list of 40 persons, our "circulation" has grown to about 200, with an additional 5 to 10 names being added per week [see Appendix for most recent edition]. A number of educational associations, faculty groups, student organizations, and educational publications receive the newsletter, and all are invited to reprint articles in their own materials. In this way, we hope to reach a larger audience than we could afford to under the limits of our current budget.

In our February report, we noted that we were beginning to encounter difficulty in keeping our correspondence current, since people were increasingly turning to us for information. Prior to May 1975, the Project only had one full-time staff member, but in May, we were able

to bring a second person on full-time, and that alleviated our difficulties considerably. [Our grant renewal award enabled us to maintain two full-time staff members in addition to the part-time director.] Throughout the spring, the problem was exacerbated by the lack of organized information and resources to send back to people seeking materials related to students and collective bargaining. The primary objective of the first year was, after all, to collect and catalogue materials that had never before been organized. But by late spring, we had sufficient information organized and sufficient additional staff to handle the correspondence load without difficulty. We currently receive 5 to 10 requests for information per week, and anticipate that the volume will increase throughout the coming months.

The newsletter and correspondence with individuals and groups has broadened our network considerably over the past year, and we are very satisfied with the progress we've made towards achievement of this objective. The primary focus of our second-year activities is on dissemination of the information and materials we collected last year (and continue to collect at the present time). Therefore, what remains to be done is again more of the same.

Objective #4 --- Write a Book on Students and Collective Bargaining

Our fourth objective was to write a book on students and collective bargaining that would serve as an introductory overview of how collective bargaining has affected (or might affect) postsecondary students and their perceived "self-interest," as well as how students

have affected (or might seek to affect) the collective bargaining process. The rationale for setting this objective was as follows:

- The book would foster dialogue by providing readers with a single reference tool and a common "language" for focusing up the key policy questions and implications of collective bargaining's consequences for the student-as-consumer. Because the book seeks to frame questions, rather than provide specific answers, it will provoke debate rather than silence it.

- Because the book will attempt to (1) describe research completed or in progress, (2) describe actual or proposed models of student involvement etal, and (3) recommend priorities for further study and experimentation, it will also support the goal of encouraging complementary research and innovation.

The basic strategies for putting the book together included:

- Drawing together anecdotal materials, case studies, articles and reports, bibliographies, statistics, and other supporting information.

- Preparation of staff drafts and circulation to the Editorial Committee for review and criticisms.

- Soliciting "perspective pieces" from persons capable of exploring the issue from the standpoints of faculty members, administrators, trustees, and state legislators.

- Development of case studies.

What has been accomplished? The final draft of the manuscript is virtually complete, except for minor editorial changes and some small amount of transitional writing. The core chapters of the book are attached to this report [see Appendix], and include chapters on academic collective bargaining's impact on students and students' impact on collective bargaining, five case studies [University of Bridgeport, University of Cincinnati, Fitchburg State College, the

Montana Student Lobby, and the University Student Senate at CUNY], and four perspective pieces [authored by Ray Howe, Terrence Tice, Tom Ingram, and Tom Emmet].

What remains to be done? The primary problem facing us at this point in time is securing a publisher, or otherwise making arrangements for the printing and distribution of the manuscript. We have been engaged in "negotiations" with Jossey-Bass, Inc. for the past several weeks, and hope to have an answer from them before the end of December. While we have some other options to explore in the event of a negative response from Jossey-Bass, none of them are certain, and this remains a major problem on the staff agenda. [NB: The grant for 1974-75 did not contain funding for the printing and dissemination of the book, simply for the preparation of a manuscript.]

General Evaluation of Activity to Date

In summary, we can say that we have achieved all of the outcomes identified in our Mid-Term Progress Report last February:

- We have written and edited a book on students and collective bargaining, as described in our original proposal, and are ready to submit a final draft for publication.
- We have established information-sharing arrangements with a number of individuals and groups, and are performing a vital coordination function among them.
- We have helped on a microcosmic level to focus the debate on students and collective bargaining, particularly as regards our Board members and others persons in the information network.
- We have developed the first and only information storage and retrieval capacity devoted specifically to students and collective bargaining.

- We have developed an understanding of what areas need further research and development in order to clarify the problems arising out of collective bargaining's impact on students and students' impact on the process. [This outcome was achieved as one of the major thrusts of our book.]

In the course of the past year, we also learned a great deal about program design and project administration. We were forced, for instance, to recognize early on that our original conception of what we could hope to accomplish in a year's time was in many respects unrealistic; consequently we were compelled to refine our objectives considerably, and reject some of the earlier strategies we'd developed for collecting information. As an example, we realized that conducting a national attitude survey among students, faculty, administrators, trustees etal was beyond our capability -- that we had neither the professional expertise nor the time to devote to such a mammoth undertaking. Consequently, we went the case study route instead -- a happy accident, perhaps, if the positive response elicited by the case studies is any indication of what we can expect from general readers! Also, we failed to recognize initially that the correspondence load was getting out of hand, and were severely backlogged for a six-week period until we hit on the idea of responding to requests with form letters and resource lists.

We also experienced some problems at the beginning in simply getting started. Part of this problem was, in our perception, beyond our control, and reflects in fact a difficulty that the Fund for the Improvement of Postsecondary Education might do well to consider in future years. Award notices were sent to grant recipients at the very end of June [1974], and only then could the process of

hiring staff get underway. Our Project Director took affirmative action proceedings seriously, but as a consequence was forced to take some six weeks in the process of interviewing and hiring staff. Wide-scale advertising, interviewing and hiring can scarcely be handled in a shorter time span. Consequently, by the time staff was in place, we were two months into the term of a one-year project. [This factor was central in our request for a two-month extension of the grant.] Beyond this problem, however, we were nonetheless a little slower in getting underway than would be desirable in the future. It was not until January 1975 that we really developed any sense of "management by objectives," after which point our speed and our output picked up enormously. The lesson was a valuable one for us, and we are pleased that despite initial start-up problems, we can say with confidence at the end of our first year that we accomplished very nearly everything we set out to do, and certainly all of the items that we designated as anticipated outcomes in our February 1975 report.

WHERE DO WE GO FROM HERE?

We commenced our second-year grant work on 1 September 1975 with the first planning sessions for a series of regional conferences, to be co-sponsored with the American Association for Higher Education and the Education Commission of the States, in Denver [December 5-7], Ann Arbor [February 13-15] and Washington, D.C. [March 19-21]. The conferences will focus on third-party student pressures being brought to bear on a two-party process like collective bargaining, and will involve student and faculty leaders, college administrators and trustees,

state legislators and education agency personnel in an intensive working conference. The highlight of the conferences will be an extended simulation session, in which all conferees will have the opportunity to participate, of collective bargaining at a fictional private college. [See Appendix for brochure and tentative agenda.]

The other major activities projected for the second year include the development of a series of cassette tapes based on various aspects of student involvement in collective bargaining, the continuation and expansion of our monthly newsletter, and the formulation of a labor relations course component for use in higher education administration and personnel management curriculum. We will, of course, be working simultaneously to secure the publication and distribution of our book. [These activities will be covered in greater detail in the February 1976 Mid-Term Progress Report.]

APPENDICES

1. Mid-Term Progress Report, February 1975
2. Chart of Staff Presentations
3. Summary Chart of Student Response
4. Standardized Questionnaire for Interviewing
5. Informational Brochure
6. Selected Bibliography
7. Members of the National Advisory Board
8. Newsletter
9. Sample Chapters
10. Conference Brochure
11. Tentative Conference Agenda